

U.S.
THE DEPARTMENT OF STATE
BULLETIN

VOL. XI, NO. 275

OCTOBER 1, 1944

PERIODICAL ROOM
GENERAL LIBRARY
UNIV. OF MICH.
77

In this issue

THE ARGENTINE SITUATION: *Statement by President Roosevelt* ★

INTERNATIONAL PEACE AND SECURITY ORGANIZATION: *Con-
clusion of the First Phase and Opening of the Second Phase of the
Conversations* ★ ★ ★ ★ ★ ★ ★ ★ ★ ★

THE PRESIDENT'S WAR RELIEF CONTROL BOARD ★ ★ ★

AMERICAN SEAMEN: *Address by Jesse E. Saugstad* ★ ★ ★ ★



THE DEPARTMENT OF STATE
BULLETIN

VOL. XI • No. 275



PUBLICATION 2190

October 1, 1944

The Department of State BULLETIN, a weekly publication compiled and edited in the Division of Research and Publication, Office of Public Information, provides the public and interested agencies of the Government with information on developments in the field of foreign relations and on the work of the Department of State and the Foreign Service. The BULLETIN includes press releases on foreign policy issued by the White House and the Department, and statements and addresses made by the President and by the Secretary of State and other officers of the Department, as well as special articles on various phases of international affairs and the functions of the Department. Information concerning treaties and international agreements to which the United States is or may become a party and treaties of general international interest is included.

Publications of the Department, cumulative lists of which are published at the end of each quarter, as well as legislative material in the field of international relations, are listed currently.

The BULLETIN, published with the approval of the Director of the Bureau of the Budget, is for sale by the Superintendent of Documents, United States Government Printing Office, Washington 25, D. C., to whom all purchase orders, with accompanying remittance, should be sent. The subscription price is \$2.75 a year; a single copy is 10 cents.

Contents

AMERICAN REPUBLICS	Page
The Argentine Situation: Statement by the President . . .	337
Visit of Ecuadoran Banker.	340
Contributions by Brazil to the Allied Cause: Statement by Jefferson Caffery	345
EUROPE	
Present Problems in Italy: Statement by the President and Prime Minister Churchill	338
Tribute to American Aid in the Defense of Warsaw.	350
ECONOMIC AFFAIRS	
Continuation of Proclaimed and Statutory Lists	340
Responsibilities of FEA After the Defeat of Germany: Letter of the President to Leo T. Crowley	354
GENERAL	
Treatment of Axis War Criminals: Statements by the Secretary of State.	339
The President's War Relief Control Board.	346
American Seamen: Address by Jesse E. Saugstad.	351
Exchange of American and German Nationals	355
POST-WAR MATTERS	
International Peace and Security Organization: Conclusion of the First Phase of the Conversations— Remarks at the Closing Session by the Under Secretary of State; Ambassador Gromyko; and Sir Alexander Cadogan.	341
Joint Statement by Heads of American, British, and Soviet Delegations	342
Second Phase of the Conversations— Remarks by the Secretary of State at the Opening Session.	342
Remarks by Sir Alexander Cadogan at the Opening Session	343
Remarks by Ambassador Koo at the Opening Session	344
International Conference on Civil Aviation	349
TREATY INFORMATION	
Merchant Shipping	357
Detail of American Naval Officer to Brazil.	361
Parcel-Post Agreement	361
Wounded and Sick; Prisoners of War	361
Military-Service Agreement, Great Britain and Mexico	361
Nature Protection and Wildlife Preservation	361
Regulations Relating to Migratory Birds	362
THE DEPARTMENT	
Centralized Transportation Service	356
Appointment of Officers	357
THE FOREIGN SERVICE	
Diplomatic and Consular Offices	353
PUBLICATIONS	353

The Argentine Situation

STATEMENT BY THE PRESIDENT

[Released to the press by the White House September 29]

I have been following closely and with increasing concern the development of the Argentine situation in recent months. This situation presents the extraordinary paradox of the growth of Nazi-Fascist influence and the increasing application of Nazi-Fascist methods in a country of this hemisphere, at the very time that those forces of oppression and aggression are drawing ever closer to the hour of final defeat and judgment in Europe and elsewhere in the world. The paradox is accentuated by the fact, of which we are all quite aware, that the vast majority of the people of Argentina have remained steadfast in their faith in their own, free, democratic traditions and in their support of the nations and peoples who have been making such great sacrifices in the fight against the Nazis and Fascists. This was made clear beyond all doubt by the great spontaneous demonstration of public feeling in Argentina after word was received of the liberation of Paris.

The policy of the Government of the United States toward Argentina as that policy has been developed in consultation with the other American republics has been clearly set forth by Secretary Hull.¹ There is no need for me to restate it now.

The Argentine Government has repudiated solemn inter-American obligations on the basis of which the nations of this hemisphere developed a system of defense to meet the challenge of Axis aggression.

Unless we now demonstrate a capacity to develop a tradition of respect for such obligations

among civilized nations, there can be little hope for a system of international security, theoretically created to maintain principles for which our peoples are today sacrificing to the limit of their resources, both human and material.

In this connection I subscribe wholeheartedly to the words of Prime Minister Churchill in the House of Commons on August second when he declared that:

"This is not like some small wars in the past where all could be forgotten and forgiven. Nations must be judged by the part they play. Not only belligerents but neutrals will find that their position in the world cannot remain entirely unaffected by the part that they have chosen to play in the crisis of the war."

I have considered it important to make this statement of the position of the Government of the United States at this time because it has come to my attention that the Nazi radio beamed to Latin America, the pro-Nazi press in Argentina, as well as a few irresponsible individuals and groups in this and certain other republics, seek to undermine the position of the American republics and our associates among the United Nations by fabricating and circulating the vicious rumor that our counsels are divided on the course of our policy toward Argentina.

¹ BULLETIN of July 30, 1944, p. 107.

Present Problems in Italy

STATEMENT BY THE PRESIDENT AND PRIME MINISTER CHURCHILL

[Released to the press by the White House September 26]

The President and the Prime Minister held further discussions Monday and Tuesday, September 18 and 19, at Hyde Park, on subjects dealing with post-war policies in Europe. The result of these discussions cannot be disclosed at this time for strategic military reasons, and pending their consideration by our other Allies.

The present problems in Italy also came under discussion, and on this subject the President and the Prime Minister issued the following statement:

"The Italian people, freed of their Fascist and Nazi overlordship, have in these last twelve months demonstrated their will to be free, to fight on the side of the democracies, and to take a place among the United Nations devoted to principles of peace and justice.

"We believe we should give encouragement to those Italians who are standing for a political rebirth in Italy, and are completing the destruction of the evil Fascist system. We wish to afford the Italians a greater opportunity to aid in the defeat of our common enemies.

"The American and the British people are of course horrified by the recent mob action in Rome, but feel that a greater responsibility placed on the Italian people and on their own government will most readily prevent a recurrence of such acts.

"An increasing measure of control will be gradually handed over to the Italian Administration, subject of course to that Administration's proving that it can maintain law and order and the regular administration of justice. To mark this change the Allied Control Commission¹ will be renamed 'The Allied Commission.'

"The British High Commissioner in Italy will assume the additional title of Ambassador. The

United States representative in Rome already holds that rank. The Italian Government will be invited to appoint direct representatives to Washington and London.

"First and immediate considerations in Italy are the relief of hunger and sickness and fear. To this end we instructed our representatives at the UNRRA Conference to declare for the sending of medical aids and other essential supplies to Italy. We are happy to know that this view commended itself to other members of the UNRRA Council.

"At the same time, first steps should be taken toward the reconstruction of an Italian economy—an economy laid low under the years of the misrule of Mussolini, and ravished by the German policy of vengeful destruction.

"These steps should be taken primarily as military aims to put the full resources of Italy and the Italian people into the struggle to defeat Germany and Japan. For military reasons we should assist the Italians in the restoration of such power systems, their railways, motor transport, roads and other communications as enter into the war situation, and for a short time send engineers, technicians and industrial experts into Italy to help them in their own rehabilitation.

"The application to Italy of the Trading with the Enemy Acts should be modified so as to enable business contacts between Italy and the outside world to be resumed for the benefit of the Italian people.

"We all wish to speed the day when the last vestiges of Fascism in Italy will have been wiped out, and when the last German will have left Italian soil, and when there will be no need of any Allied troops to remain—the day when free elections can be held throughout Italy, and when Italy can earn her proper place in the great family of free nations."

¹ BULLETIN of Aug. 6, 1944, p. 137.

BULLETIN
OCTOBER 1, 1944

339

Treatment of Axis War Criminals

STATEMENTS BY THE SECRETARY OF STATE

[Released to the press September 28]

On August 21, 1942 and again on July 30, 1943 President Roosevelt publicly denounced the crimes which the Axis Powers, their leaders, and criminal associates were committing against innocent people. In his statement of July 30, 1943 the President expressed incredulity that any neutral country would give asylum to or extend protection to such persons and added that the Government of the United States "would regard the action by a neutral government in affording asylum to Axis leaders or their tools as inconsistent with the principles for which the United Nations are fighting". He expressed the hope that no neutral government would permit its territory to be used as a place of refuge or otherwise assist such persons in any effort to escape their just deserts.

The governments of the neutral nations in Europe and of Argentina were formally apprised of this statement.

The rapid progress of the armed forces of the United Nations in recent weeks led the Department of State late in August to call this matter again urgently to the attention of a number of neutral governments. This Government's action had the support and approval of the British and Soviet Governments.

The neutral governments were reminded that it was the intention of this Government that the successful close of the war would include provision for the surrender to the United Nations of war criminals. They were advised that if they refused to admit Axis leaders and their henchmen and criminal subordinates to their territories problems between those governments and the United Nations could be avoided. It was pointed out that the neutral governments themselves would undoubtedly regard persons guilty of such crimes against civilization as thoroughly undesirable aliens whose admission to their territories would not be in the interest of the neutral governments even if such persons were not wanted for

eventual trial by the United Nations. They were advised that the American people would not understand the extension of asylum or protection by neutral countries to any of the persons responsible for the war or for the many barbaric acts committed by the Axis leaders, and that relations between the United States and the neutral governments concerned would be adversely affected for years to come should the Axis leaders or their vassals find safety in those countries.

Some of the neutral governments had already been giving serious thought to this problem. The Swedish Government's policy was publicly announced on September 5 in a declaration to the effect that Sweden's frontiers would not be open to those who by their actions had defied the conscience of the civilized world or betrayed their own countries, and that persons of this character who succeeded in slipping into Sweden would be promptly deported. It is understood that the Swedish Government has taken concrete steps to implement that policy.

No representations were made to the Turkish Government in view of its recent rupture of relations with Germany. The Turkish Government, nevertheless, announced on September 8 that Turkish frontier authorities had been instructed not to permit Axis nationals, either civil or military, to enter Turkey by land or by sea.

The Swiss Government has indicated that it is fully alive to the problems which would arise should Axis leaders find asylum in Switzerland.

A public statement has been made by the Spanish Ambassador in Washington denying that there was any basis for supposition that Axis leaders might find refuge in Spanish territory.

No indication has yet been received of the views of certain other governments.

The Department is continuing to impress upon those governments whose policy has not yet been clearly stated the importance which it attaches to the taking of adequate measures to insure that Axis war criminals do not find asylum in their countries.

[Released to the press September 28]

Considerable attention has been attracted by a statement that a list of war criminals compiled by the War Crimes Commission in London does not include the names of Hitler and other top Nazi officials. The answer to any suggestion that they have been or are likely to be overlooked by the United Nations is found in the Moscow Declaration of 1943 on German atrocities, which, after stating that the perpetrators of atrocities in occupied territories will be brought back to the scene of their crimes and judged on the spot by the peoples whom they have outraged, specifically declares that the "major criminals, whose offenses have no particular geographical localization . . . will be punished by the joint decision of the Governments of the Allies."

The omission of the names of these people from any particular list compiled by the War Crimes Commission is without any significance whatsoever from the point of view of what the Allied Powers have in mind in regard to them.¹

Visit of Ecuadoran Banker

[Released to the press September 25]

His Excellency Señor Galo Plaza, Ambassador from Ecuador, has made arrangements with the Department of State for a series of conversations to be held in Washington between Señor Victor Emilio Estrada, personal representative of the President of Ecuador, and various officers of the Government of the United States. Señor Estrada, a well-known Ecuadoran banker, has been president of the municipality of Guayaquil since June 1944 and is also a director of the Ecuadoran Development Corporation, which is in part financed by the Export-Import Bank of Washington. His conversations with officials of our Government will be of an exploratory nature and will concern the possibility of certain further cooperative economic developments in Ecuador. It is understood that the projects which Señor Estrada will discuss are part of a broad economic program which is designed to take advantage of Ecuador's resources through improvements in transportation, agriculture, health, and sanitation.

¹ Statement made by the Secretary of State at his press and radio news conference on Sept. 28, 1944.

² BULLETIN of July 19, 1941, p. 41.

Continuation of Proclaimed And Statutory Lists

[Released to the press September 26]

The Department of State issued the following statement on September 26:

"It has been determined by the United States Government and the British Government that the continuation of the Proclaimed² and Statutory Lists will be necessary following the cessation of organized resistance in Germany. This action is required in order to permit the Allied Governments to deal properly with firms which have been part and parcel of the Axis effort to gain world domination. Many of these firms have been controlled from Axis territory and have been utilized as instruments of the Axis war machine. Control over these Axis subsidiaries will be necessary as a supplement to Allied control of the head offices of these firms in Germany until adequate measures are taken to prevent the further utilization of these firms as instruments of Axis policy. It will also be necessary to continue on the lists those firms that have sold themselves out to the Axis through their desire to make temporary exorbitant profits at the expense of the cause of democracy. The continuation of the lists is also necessary in order to maintain controls over foreign assets, which have been looted from their rightful owners by the Axis Governments, until steps are taken to deprive the Axis of this stolen property. Other firms on the lists constitute foreign investments by Axis leaders in an effort to finance themselves and their cause following the surrender of Germany. The lists will also constitute a means of furthering the wartime economic strangulation of Japan.

"While the lists will be maintained during the transition period from war to peacetime conditions wherever the remnants of Axis activity require, it is contemplated that the complete or virtual withdrawal of the lists will be possible at an early date with respect to those countries where adequate controls have been established and Axis spearhead firms have been eliminated.

"The United States Government expresses its hope that all governments and persons in support of the cause of democracy will cooperate to the end that these stated objectives shall be accomplished."

International Peace and Security Organization

Conclusion of the First Phase of the Conversations¹

REMARKS BY THE UNDER SECRETARY OF STATE AT THE CLOSING SESSION²

[Released to the press by the State Department on the Washington Conversations September 29]

Mr. Ambassador, Sir Alexander, Gentlemen: Nearly six weeks have elapsed since we began these important conversations. In this brief period of time we have accomplished a great deal, more than many thought possible. In large measure, our achievements have been made possible by the cordial cooperation of my fellow chairmen, Ambassador Gromyko and Sir Alexander Cadogan, and all who have worked with us. I wish to express my deep personal appreciation and thanks for this cooperation, which has resulted in the splendid spirit of harmony and good-will which has prevailed throughout the conversations.

We have every reason for satisfaction with what has been accomplished. We have developed in the brief period of six weeks a wide area of agreement on the fundamental and necessary principles for an international organization to maintain peace and security. These principles will be of vital importance in guiding our Governments at every step that must yet be taken to bring into existence the organization which we have here envisaged.

The peace-loving peoples of the world will be heartened and encouraged by what we have accomplished at Dumbarton Oaks. They will await with eager hope the early completion of the task. We must not fail them and I confidently anticipate that the spirit of cooperation which has united our nations in war and which has prevailed throughout our deliberations here will lead to early agreement among the governments of all peace-loving nations.

REMARKS BY AMBASSADOR GROMYKO AT THE CLOSING SESSION³

The three delegations have sat together from August 21 until now discussing a number of important questions of the establishment of an international security organization. Today we have ground to state that the conversations have undoubtedly been useful. On behalf of the Soviet Delegation, I wish to express appreciation of the friendly atmosphere in which the delegates carried on their work. I believe I will express the opinion of all present if I thank Mr. Stettinius for his able chairmanship. I also wish to thank the United States Government, and in this I am sure I express the appreciation of every one of us for the hospitality that we have received.

REMARKS BY SIR ALEXANDER CADOGAN AT THE CLOSING SESSION⁴

I should like to thank you, Mr. Chairman, for what you have said on behalf of all of us. I agree that much useful work has been done here which will contribute to ultimate success in the later stages of the discussions.

I wish to say a word about the manner in which Mr. Stettinius has conducted the conversations. He knew how to combine energy with courtesy and patience, and thus, as chairman, he has hastened our passage over the smooth parts of the road and has helped to iron out the asperities. A large part of such success as we have achieved is due to him.

I do not, of course, use the word "asperities" in its more sinister sense. There was never anything of that. Sometimes we found ourselves in disagreement in our discussion, but I believe that we disagreed amiably and reasonably. It was the experience of each of us at some time to be in opposition to the other two delegations, but even if we considered the views of the other two peculiar, we recognized that they were sincerely held, and therefore worthy of respect. I believe this is a good augury for the future.

I wish to add my thanks to the secretariat.

¹The conversations among the representatives of the United States, the United Kingdom, and the Union of Soviet Socialist Republics at Dumbarton Oaks in Washington began on Aug. 21, 1944. See BULLETIN of Aug. 27, 1944, p. 197.

²Mr. Stettinius is chairman of the American Delegation.

³Head of the Soviet Delegation.

⁴Head of the United Kingdom Delegation.

They have been prompt, efficient, and helpful. I also wish to express our indebtedness to the United States Government for their hospitality. They have given us every facility in this wonderful setting. They have filled, in fact almost over-filled, our scanty leisure hours. We will go home with the most agreeable memories and a deep sense of gratitude.

JOINT STATEMENT BY HEADS OF AMERICAN, BRITISH, AND SOVIET DELEGATIONS¹

[Released to the press by the State Department
on the Washington Conversations September 29]

Conversations between the United States,
United Kingdom, and Soviet Union Delegations

in Washington regarding the establishment of a World Security Organization have now been completed. These conversations have been useful and have led to a large measure of agreement on recommendations for the general framework of the Organization, and in particular for the machinery required to maintain peace and security. The three Delegations are making reports to their respective Governments who will consider these reports and will in due course issue a simultaneous statement on the subject.

Second Phase of the Conversations²

REMARKS BY THE SECRETARY OF STATE AT THE OPENING SESSION

[Released to the press by the State Department
on the Washington Conversations September 29]

In opening this phase of our conversations, it is my pleasure to bring to you the cordial greetings of President Roosevelt and to extend to you the best wishes of both of us for the complete success of your labors.

We are particularly happy to welcome here the distinguished Delegation from the Republic of China. The great wisdom and experience in international affairs which is represented by your Delegation reflects not only the high importance which your Government attaches to this subject, but assures that the Chinese contribution to the conversations will reflect mature and practical considerations.

All of us are constantly mindful of the tremendous hardships and sacrifices which the Chinese people have suffered over the long years since the cruel and barbarous enemy first launched upon its course of conquest. Nor can we ever for-

get with what patience and courage the great Chinese people have fought on when almost every avenue of assistance seemed closed. Happily for all of us their dauntless faith in ultimate victory and their unyielding belief in human freedom have been steadfastly maintained. Their heroic efforts, together with our efforts and those of our other gallant Allies, have brought to all of us the assurance of complete victory.

It is of the highest importance, therefore, that we prepare with vigor, determination, and expedition for the new day which is dawning.

The preceding phase of the conversations has been carried out in this spirit. I wish to take this opportunity, on behalf of the President as well as on my own behalf, to express again our deep appreciation of the significant contribution which the Governments of the United Kingdom and the Soviet Union have made through their able representatives, Sir Alexander Cadogan and Ambassador Gromyko and their associates. I am fully convinced that the excellent work already done, and that which we are about to undertake, will carry us a long way toward complete understanding among our Governments and toward the wider understanding which the peace-loving peoples of the world so ardently desire.

We all realize that the successful conclusion of these exploratory conversations will constitute only the first step in the formation of the inter-

¹ See BULLETIN of Sept. 3, 1944, p. 233.

² The opening of the second phase of the conversations among the representatives of the Republic of China, the United Kingdom, and the United States on the general nature of an international organization for the maintenance of peace and security began on Friday, Sept. 29, 1944 at Dumbarton Oaks, Washington.

national organization which we seek to establish. Other steps must be taken as quickly as possible if we are to be prepared for the peace. The joint recommendations to be made by the representatives of our Governments will, upon the conclusion of this phase of the conversations, be made available promptly to our peoples and to the peoples of other peace-loving nations for full public discussion. The strength of the organization which we propose to establish can be no greater than the support given to it by an informed public opinion throughout the world.

It is also our hope that a full United Nations conference may be convened at an early date to bring to fruition the work which has been initiated in these conversations.

In all these deliberations we must never forget that millions of people throughout the world are struggling for an opportunity to live in freedom and security. Our great objective must be to create conditions which will make for the maintenance of international peace and security and for the advancement of human welfare, and to establish an organization for the effective realization of these high purposes.

REMARKS BY SIR ALEXANDER CADOGAN AT THE OPENING SESSION¹

[Released to the press by the State Department on the Washington Conversations September 29]

In opening our discussions with our Chinese friends we are gratefully conscious that there is already a very large measure of agreement between them and us. We are all, I am sure, well aware of the importance and complexity of the problems which we have set out to resolve, but we know that the Chinese Delegation will bring all their ability and all their good-will to their solution. We look forward with pleasure to consultation with representatives of the oldest civilisation in the world, which throughout many trials, as severe as any nation has endured, has kept intact the moral ideals which are the foundations of its unique culture and way of life.

The Chinese Delegation will, I am confident, make a large contribution to the establishment of

a world organisation for the maintenance of peace and security. China has shown herself ready to assume the responsibilities which her position in history, her vast and industrious population, and the heroic conduct of her armies in a seven-year struggle against a cruel and implacable enemy have placed upon her. As a signatory of the Moscow Declaration she has declared her intention to join in setting up at the earliest practicable date a world organisation in which all peace-loving states can take part.

The papers that have been exchanged between us have shown not only that we are agreed on the main objectives, but that there is a very large measure of agreement even in detail on the methods by which these objectives shall be reached. We all desire to see set up an Assembly of all peaceful states, with a smaller Council of great and small states, together with an efficient secretariat and an international court of justice. We are all anxious to give the new organisation life by basing it on the moral ideas on which our civilisations are founded. We all also recognise that responsibility should be commensurate with power. It is for us to find the methods by which power may be rightly applied in the best interests of all nations. The horror and suffering that the world has endured should give us the will and energy to overcome all the tremendous difficulties which history shows have confronted those who apply themselves to such a task.

No people has suffered more than the Chinese. They, like the peoples of the British Commonwealth, have known what it is to stand alone on the brink of disaster. Now we are all conscious of the terrible danger that threatened not only this nation or that but the whole future of the world on which the happiness and well-being of every man and woman depends. We hope, therefore, that the memory of the danger that we have escaped, as well as of the sufferings which we have endured, will bring a unity to the world such as it has never before had. If we can agree to work together to this end we shall be able to devise, in the light of a common experience, institutions necessary to carry out our purpose. Without such common purpose and practice no institutions however well devised have the necessary strength when the moment for action comes.

¹ Head of the United Kingdom Delegation.

REMARKS BY AMBASSADOR KOO AT THE OPENING SESSION¹

[Released to the press September 29]

It is a matter for congratulation that the Government of the United States has arranged the present series of preliminary consultations for the establishment of an international system of peace and security. This is the great object set forth in the Four Nations Declaration of October 30th, 1943 at Moscow, and these discussions constitute another significant step towards the realization of our high purpose. One part of the consultations has already taken place and yielded fruitful results. Today's meeting marks the beginning of another part which will complete the first place in seeking an agreed set of proposals for approval by the Governments of the four signatory States to the above-mentioned declaration, and for recommendation to the other United Nations.

We of China, like you, Mr. Secretary of State, and like our British and American colleagues, attach the greatest importance to the work lying ahead of us, and we shall participate in it with the guiding thought of contributing to its success. The lack of security which has been responsible for the present world catastrophe made my country its first victim. Just as the long years of resistance to invasion with all its attendant sufferings and sacrifices have been singularly painful for China, so the prospect of a new international organization rising to effectively maintain peace and justice is particularly welcome to us.

Our desire to see it come into existence is all the keener, not only because our appeals and warnings in the past did not always meet with the response they deserved, but also because, loyal to our traditional sentiment of peace, we have ever believed in the need and the wisdom of collective effort to ensure the peace and security of nations. Our common experience has made it clear to us all that the unity of purpose and the spirit of unreserved cooperation which have together yielded such striking results in our joint struggle against the forces of tyranny and barbarism, are equally essential in our striving to build a system of durable peace.

¹ His Excellency V. K. Wellington Koo, Chinese Ambassador to Great Britain, is the chairman of the Chinese Delegation.

All nations which love peace and freedom, whatever their size and strength, have a part to play in any security organization which is to be set up. We believe that such an organization should be universal in character, and that eventually all nations should be brought into it. In order to achieve full and permanent success, the new institution requires such general participation in its membership. The responsibility of member states in safeguarding international peace and security may vary according to their respective resources, but sovereign equality as reaffirmed by the Four Nations Declaration of Moscow should remain a guiding principle of the new organization.

There is a consensus of opinion among the freedom-loving peoples of the world that all disputes between nations should be settled solely by pacific means. Resort to force by any member state should be proscribed except when authorized by the new organization and acting in its name in accordance with its declared purposes and principles. Any breach of or threat to the peace should be stopped or forestalled by the application of measures which may, if necessary, take the form of military action. Since peace is the supreme interest of the world, vital for the well-being of all peoples, we think no effort should be spared in ensuring its maintenance. But to be able to carry out this primary duty, we firmly believe that the proposed structure should have at its disposal an adequate force which it can promptly use whenever and wherever it may be needed.

In the light of past experience, we believe that plans for the application of necessary measures should be worked out beforehand by appropriate agencies and reviewed from time to time, taking into account changed and changing conditions in the world. In our view it is important that such measures, to serve as an effective deterrent to actual or potential aggression, must have certainly definiteness and promptness of execution. Provision should therefore be made to obviate the necessity of consultation and debate at the last minute; which, in the light of experience, would invariably cause delay and thereby lead to an aggravation of a situation already critical.

However, the world does not stand still; and international life, like life in other domains, must grow and develop. We should, therefore, make it possible to bring about such adjustments by peace-

ful means as may be required by new conditions. In order to facilitate the necessary pacific settlement, full provision should be made in the basic instrument of the new institution.

This is also true of international law. As the intercourse between peoples grows in complexity and the common interests of nations multiply and become more varied, principles and rules of conduct for their guidance need elucidation, revision, and supplementation. For such work I can think of no more authoritative or better qualified body than the proposed new institution.

One more point I wish to bring forward before I conclude. While the safeguarding of international security is an essential condition to the general welfare and peaceful development of humanity, positive and constructive efforts are also required to strengthen the foundation of peace. This can only be achieved by mitigating the causes of international discord and conflict. It is therefore our belief that the new organization should also concern itself in the study and solution of economic and social problems of international importance. It should be able to recommend measures for adoption by member states, and should also play a central role in the directing and coordinating of international agencies devoted to such purposes. With the continuous revelation of the wonders of science and the unending achievements of technology, a systematic interchange of ideas and knowledge will be invaluable in the promotion of the social and economic welfare of the peoples of the world. Similarly common effort should be made to advance international understanding and to uproot the causes of distrust and suspicion amongst nations by means of educational and cultural collaboration.

The few observations which I have just presented reflect the general views of the Government and people of China. I hope they are largely in harmony with your sentiments. We have come to take part in the consultations not merely to present our own views, but also to hear with an open mind the opinions of the other delegations. Above all, we are animated by the spirit of cooperation and by the desire to promote the success of our joint task.

The establishment of an effective international peace organization is the united hope and aspiration of all the freedom-loving peoples who have

been making such heroic sacrifices in life, blood, and toil. We owe it to them as well as to humanity at large to subordinate all other considerations to the achievement of our common object. We of the Chinese Delegation felicitate ourselves upon the opportunity afforded us of exploring this all-important problem with the eminent representatives of the United States and Great Britain. We are confident that with a common will to cooperate, with faith in our ideal, and with determination to share the responsibility, we cannot fail in our undertaking.

Contributions by Brazil to the Allied Cause

STATEMENT BY JEFFERSON CAFFERY¹

It is well known that Brazil has contributed mightily to the Allied cause for winning this war. Perhaps her outstanding contribution has been in allowing us to set up the "Corridor to Victory" over northeast Brazil. Thousands of planes and thousands and thousands of boxes and crates have been flown over the "Corridor to Victory" on their way to the battlefronts. Munitions flown at a critical time during the Battle of Egypt saved the day when the Germans were almost at the gates of Alexandria.

It is true that there was a time when the Germans and the descendants of Germans in Brazil were very, very active; and there were some Brazilians, too, who believed that Germany was going to win the war. At one time those Germans and pro-Germans without any doubt were very noisy and frightened many people.

Now, if there are any pro-Germans left in Brazil, they do not admit it. Why? Without question the answer is to be found in the fact that the leaders of the Brazilian Government and the Brazilian press led the way and brought the entire nation over to the Allied side. They fought a good fight for the Allied cause and flouted and routed the enemy within their own borders. Axis partisans in Brazil have disappeared.

¹ Mr. Caffery, the former American Ambassador to Brazil, was recently appointed by the President as Representative of the United States, with the personal rank of Ambassador, to the *de facto* French authority now established at Paris.

The President's War Relief Control Board

The regulator and controller of all private war relief is a small but full-powered body called the President's War Relief Control Board. Established by Executive Order 9205 of July 25, 1942,² for the duration of the war and six months thereafter, its purpose is to control in the public interest all foreign and domestic private relief by a simple system of licenses, a few regulations, and far-sighted coordination.

Its history illustrates well the State Department's ability to meet and handle special war problems which relate to the Government's foreign policy. As a result of war, in 1939 hundreds of small and large foreign war-relief charities—inspired to action by the plight of enslaved, hungry, and disease-ridden nations—mushroomed all over this country.

The Neutrality Act of 1935 prohibited all activities on behalf of the belligerent countries. The act excepted, however, those activities carried on by agencies for relief purposes, provided they registered with the State Department.³

This registration system worked for a time, but the Department soon found itself faced with many difficulties: Its personnel was overtaxed with the issuance of licenses to 545 agencies, and it lacked any effective means for determining which agencies, really acting in the public interest, should be licensed. Further difficulties arose from the fact that the provisions of the Neutrality Act exempted agencies aiding technical non-belligerents like China or Spain from regulation, thus leaving a huge area of relief completely uncontrolled. In answer to the Department's call for help the President in the spring of 1941⁴ appointed a committee of three—Joseph E. Davies as chairman, Fred-

erick P. Keppel,⁵ and Charles P. Taft—to study the problem and to recommend appropriate action.

For several months these men studied information from 600 private relief agencies; they held conferences with appropriate governmental agencies concerned with relief and welfare activities; and they combed the outstanding national information services, as well as the National Department of War Services in Canada, for all valuable experience.

The results of this investigation showed that immediate action was imperative. More than 700 agencies that were operating in the foreign-relief field were competing in their struggle to raise funds. Many of the agencies were acting, however, without adequate knowledge of relief needs. More than 80 separate groups were helping Great Britain, and similar duplication existed for many other countries. There was an appalling amount of waste, and the funds collected were often poorly distributed or spent unproductively with excessive administrative costs. Without any cooperation or regard for each other's plans agencies conducted drives for funds. Frequently whole communities were plagued by five or six campaigns at once for the Poles, the British, the Norwegians, and others.

The committee of three worked hard: It prepared an exhaustive report to the President and did its best to coordinate some of the agencies. But in spite of good-will and general cooperation the Committee was powerless when it met a determined chiseler or was faced with opposition from a group of people unwilling to integrate its activities. As a result of that study the committee was transformed by Executive Order 9205 into a permanent, unpaid board, which was authorized to issue regulations that were soon to put war relief in the United States on a better-run and more carefully planned basis.

Not all private charities in the United States were placed within the Board's jurisdiction. In the foreign field its authority was limited to war relief, including refugee relief; in the domestic field it included welfare activities on behalf of the active members of the armed forces and the merchant marine and their dependents. Responsibility previously held by the Secretary of State

¹ This article was prepared by the President's War Relief Control Board.

² BULLETIN of Aug. 1, 1942, p. 658.

³ Section 3 (a) of the joint resolution of Congress approved May 1, 1937 (Public Res. 27, 75th Cong., 1st sess.), amending the joint resolution approved Aug. 31, 1935. See BULLETIN of Sept. 9, 1939, p. 222.

⁴ BULLETIN of Mar. 22, 1941, p. 336.

⁵ In December 1943 Charles Warren was appointed to membership on the Board to fill the vacancy created by the death of Dean Frederick P. Keppel. See BULLETIN of Dec. 11, 1943, p. 415.

for regulating relief agencies was transferred to the Board, which was not to grant, renew, or cancel licenses but was to control the collection and distribution of funds in the interest of economy, to merge duplicating agencies, to coordinate the dates, and to recommend amounts for fund-raising appeals. The Board was required to consult the Secretary of State on all matters relating to foreign policy.

The Board first tackled the problems of waste and inefficiency. In order to determine whether an agency was really active in the public interest the Board worked out a simple set of regulations stipulating that the agency should have a responsible governing body willing to work without pay; that the purpose it wished to serve should not duplicate an already existing service; that the agency use ethical methods of solicitation; that it avoid in its appeals any conflict with the recognized campaigns of the National War Fund and the Red Cross, and of the Treasury for War Bond sales; that the overhead costs be not unreasonable; and that reports be made to the Board with detailed information concerning methods of solicitation, receipts, and disbursements. The Board also determines whether the suggested means of financing the agency are appropriate; whether a program should be supported from public or private funds from American citizens; whether it can be carried out under the prevailing political, economic, and military conditions, including export of commodities and transfer of funds—all within the limitations of American foreign policy; and whether shipping space is available to the area of distribution. In addition the Board must be sure that the campaign for funds does not impair the work carried on by normal home charities. Wilful breach of any of those rules results in cancellation of the agency's license to operate.

After that first move the Board, to make sure that it could pass intelligently on requests for registration and that it had effective help in dealing with occasional rackets and fraudulent promoters, established close contacts with the National Information Bureau, Better Business Bureaus, Chambers of Commerce, licensing officials in the cities, and even with the FBI.

Seldom has the Board been forced to use the broad powers it possesses. The three members believe that a persuasive rather than a coercive method is the best way to get results. When neces-

sary, members of the Board meet with the heads of the various private agencies to talk over their problems.

Another early move by the Board was to question 600 sponsors about their agencies; the result was a flood of letters from prominent citizens all over the country apologizing for their neglect of the worthy causes they were supporting and promising either to resign or to play an active role in their organizations. That attitude is a good indication of the public's response to the activities of the Board.

At times in the face of stormy opposition, the delicate task of merging rival agencies was carried on by persuasion and appeals to common sense. It was difficult to make hard-working, well-meaning people admit that their work was perhaps not the only important relief job that was being done and that perhaps they might do a better job by combining their efforts with those of similar groups. The Board brought their representatives together, and as a result of patient efforts at conciliation larger groups were soon formed by the merger or federation of smaller ones. The number of agencies has been reduced from 700 to just over a hundred.

United China Relief and Russian War Relief are two outstanding examples of the large affiliated groups. Recently created were American Relief for Italy and American Relief for France.

The Board's policy is to centralize all major relief activities for one national group abroad in one private agency in the United States and similarly to coordinate all the agencies serving the same function, such as relief to refugees. If agencies begin to reflect the political rivalries of the "home" country or wish to engage in political activities as well as relief work, the Board applies this policy: keep politics out of relief or get out of relief work.

The Board's main function is not to act as a glorified policeman but to serve rather as a clearing house of information and advice for relief groups and to make sure that every dollar spent is put to its best use. Members of the staff, who are familiar with the work of all the relief groups and who are in a good position to advise, give careful consideration to the programs of all the agencies. Not only does the Board evaluate each change in program in terms of need and feasibility, but also it scrutinizes four times a year the pro-

posed programs and budgets of all agencies financed through the National War Fund, with the advice of government officials from all departments familiar with relief activities. Representatives from the State Department, the Treasury Department, UNRRA, the Army and Navy, the Combined Production and Resources Board, the War Production Board, the Foreign Economic Administration, the Red Cross, and other agencies study the private relief plans and suggest necessary modifications to be enforced by the Board. Private relief must be made to complement and not to duplicate in any way the relief and supply programs undertaken under governmental auspices. For instance, since the Army distributes a certain amount of basic foods to the populations of liberated areas, private groups obviously should not try to send the same foods. UNRRA may be invited to bring aid to the starving population of a Balkan country. Private relief therefore should try to fill in the gaps and not attempt to carry on activities of the same kind or on the same scale as those financed by Government funds. When a foreign government is planning to buy a certain quantity of medical supplies for distribution to its nationals, American-contributed dollars should not be used for the same job.

The Board is particularly aware of the fact that a great many relief jobs exist for which public funds cannot be used or which only private groups are equipped to handle. For instance, private groups may send appreciable quantities of special foods and layettes for babies and clothing for children, and they may establish public-health programs for special purposes. Local committees of private relief agencies are particularly good at ferreting out from the public's attics supplies of used clothing and reconditioning these precious textiles for relief distribution. No Government salvage program has so far been so uniformly successful as that of the private agencies, whose initiative has in many cases made them pioneers in relief measures. They bring aid and comfort to prisoners of war and to refugees from the Axis terror. They have initiated measures which have enabled the governments of homeless nationals to assume gradually the financial burden of that aid—a burden now too great for the private agencies to carry alone.

The Board maintains regular contact with other Government agencies on the day-to-day policy de-

cisions which must be made for carrying out private relief work. In addition the Board maintains contact with the Treasury Department, which must grant permission for any transfer of funds abroad. The Board makes recommendations to the Treasury when the transfer is for relief purposes under the Board's jurisdiction. Cooperation with FEA is also essential since every three months the agencies make out lists of the products which they want to ship overseas, a great many of which are on the FEA list of materials in short supply. After FEA allocates a quota for the private agencies the Board clears applications for export licenses requested by the agencies wishing to ship these and other relief commodities abroad.

The Board has, of necessity, a very special relationship with the State Department. Close liaison is maintained, not only because war relief must be carried out in accordance with the foreign policy of the United States, but also because the Department provides relief intelligence for the Board. For the first two and a half years Homer S. Fox, a Foreign Service officer, was Executive Director of the Board and provided liaison with the Department. About the time of Mr. Fox's resignation Charles P. Taft, one of the original Committee members, was appointed Director of the Office of Wartime Economic Affairs in the State Department. This dual responsibility enabled Mr. Taft to assure the Board close cooperation on matters of general policy. The formal liaison, however, is maintained through the Special War Problems Division.

With the blessing of the Board the agencies themselves have formed an organization for mutual aid, the Council of Voluntary Agencies for Foreign Service. More than 50 agencies now working in foreign countries are members of this consultative body. Their representatives meet regularly (usually in committees such as the French Area Committee and the Committee on Material Aid) to talk over common problems and to exchange valuable information. The Council, not only an operating agency, has been the means of establishing some joint services. In the spring of 1944 the Council concentrated on recruiting experts for UNRRA's Balkan mission and worked out an arrangement permitting private-relief officers to work with UNRRA on special projects.

Who collects the money for this private-relief activity? The National War Fund which grew

out of the demands of the people throughout the country. At the request of the Board the National War Fund was created in 1943 under the leadership of Mr. Winthrop Aldrich, president of the Chase National Bank, with a board of representatives from the member agencies (now numbering 28), the Community War Funds, and the public at large. Its purpose is to protect the American contributor not only by substituting a single fund-raising campaign for the former successive campaigns of the individual agencies but also by combining those drives to reduce the cost of fund-raising by eliminating competition, conflict, and duplication.

Preparations for the campaign are made throughout the year. Once the total quota has been established on the basis of relief needs and probable intake, it is divided into sub-quotas for each State and locality. The actual campaigning is done not by the national organization but by War Chests in each community, which report to the county officials, who in turn report to the State officials. War chests have been organized in all but a dozen or so of over 3,000 counties in the United States. The money collected by the campaigns is allocated to the member agencies according to their needs as reviewed by the Board and the War Fund Budget Committees.

Not all private war-relief agencies are represented in the National War Fund. The Board, which recommends agencies to the Fund for membership, will not certify any agency which, for instance, seeks contributions in kind only, is essentially local in scope, or is one that appeals only to a limited group of people. But by and large, the single-fund campaign eliminates a multitude of conflicting campaigns which formerly plagued the public.

The scope of private war-relief activities in the United States is large. The American people have responded generously to all the appeals for funds to bring aid to uprooted families and decimated countries throughout the world. Since the invasion of Poland more than 175 million dollars in funds and supplies have been sent overseas. Almost 20 million have gone to China, about 30 million to Russia, and more than 40 million to Great Britain. Frenchmen have received about 4½ million; more than 12 million have reached Palestine. The Greeks also have received about 12 million and the Yugoslavs about 2 million.

The rest of these millions have been shared primarily by the refugees, prisoners, and fighting forces of Norway, Luxembourg, Denmark, Holland, Czechoslovakia, Belgium, Italy, Lithuania, Latvia, Estonia, Albania, the Philippines, and all others who could be reached.

Those figures do not necessarily reflect the shadings of American sympathy or relative needs. Resources were sent where distribution was possible. It was obviously easier to reach people in areas not completely occupied by the enemy than those in enslaved countries. As Hitler's fortress crumbles and as new areas open up, the necessity for relief becomes greater: the President's Board, the Council, and the National War Fund will try to see that this relief is sent where it is needed most.

International Conference On Civil Aviation

[Released to the press September 29]

Supplementing the invitation extended on September 11¹ for an international civil-aviation conference to be convened in the United States on November 1, the Department of State has transmitted to the appropriate governments and authorities the following proposed agenda for this conference:

PROPOSED AGENDA FOR INTERNATIONAL CIVIL AVIATION CONFERENCE

(To be convened in the United States on November 1, 1944)

- I. Arrangements covering transitional period:
 - Establishment of air-transport services on a provisional basis.
 1. Arrangements for routes and services to operate during a transitional period.
 2. Drafting of agreements to implement the provisional route pattern and to guide operations during transitional period.
 - (a) Landing and transit rights to permit establishment of provisional air services as soon as possible.
 - (b) Right of technical or non-traffic stop.
 - (c) Application of cabotage.
 - (d) Use of public airports and facilities, on a non-discriminatory basis.

¹ BULLETIN of Sept. 17, 1944, p. 298.

- (e) Frequency of operations.
 - (f) *Bona fide* nationality of air carriers.
 - (g) Control of rates and competitive practices.
3. Arrangements for and selection of continuing Committee on Air Transport to serve during the transitional period.
- II. Technical standards and procedures.
1. Recommendations for setting up and adopting standards and procedures in the following fields:
 - (a) Communications systems and air-navigation aids, including ground markings.
 - (b) Rules of the air and traffic-control practices.
 - (c) Standards governing the licensing of operating and mechanical personnel.
 - (d) Airworthiness of aircraft.
 - (e) Registration and identification of aircraft.
 - (f) Collection and exchange of meteorological information.
 - (g) Logbooks and manifests.
 - (h) Maps.
 - (i) Airports.
 - (j) Customs procedure.
 2. Arrangements for and selection of a Technical Committee and subcommittees to serve during transitional period, and to draft definitive proposals for submission to the interested governments.
- III. Multilateral aviation convention and international aeronautical body.
1. Formulation of principles to be followed in:
 - (a) Drawing up a new multilateral convention on air navigation and related subjects.
 - (b) Establishing such permanent international aeronautical body as may be agreed on, and determining the extent of its jurisdiction.
 2. Arrangement for and selection of a Committee on Multilateral Convention and International Body to serve during transitional period and to draw up definitive proposals for submission to the interested governments.
- IV. Consideration of establishment of Interim Council to serve during a transitional period which might supervise the work of other com-

mittees functioning during this period; and performing such other functions as the conference may determine.

1. Recommendations concerning locale, composition, and scope of Interim Council.
2. Length of transitional period, mechanism for converting recommendations of Interim Council and its committees into permanent arrangements, and other arrangements covering the transitional period.

Tribute to American Aid In the Defense of Warsaw

[Released to the press September 25]

The President of the United States has received the following message from the Prime Minister of Poland:

LONDON, September 19, 1944.

THE PRESIDENT:

Accept, Mr. President, the heartfelt thanks which I have the honour to present to you on behalf of the people of Warsaw for the very effective aid which the United States Air Force in their gallant flight has given the defenders of the Polish capital. We owe the successful completion of this operation to you, Mr. President, who as Supreme Commander of the United States Armed Forces gave orders to bring help to the insurgents in Warsaw who have been fighting for seven weeks a lonely battle against the Germans. This outstanding example of America's interest in and active support of those fighting for freedom will be deeply entrenched in the hearts of all Poles. Sustained by the tangible proof of a brotherhood of arms the Poles in Warsaw and throughout Poland firmly believe that in their struggle against the barbarous German enemy they will until the achievement of complete and final victory continue to receive help from the Allies and that their growing needs of supplies, particularly of food and medicals, will be fully satisfied.

We beg, Mr. President, to convey our words of thanks to the commanders and the brave airmen who with such outstanding zeal and devotion to duty have undertaken this hazardous operation, also the Polish people's warm sympathy for the next of kin of those who have lost their lives in the gallant attempt to bring sorely needed relief to their Polish comrades-in-arms.

STANISLAW MIKOLAJCZYK

American Seamen

Address by JESSE E. SAUGSTAD¹

[Released to the press September 28]

The tough time seamen have had is generally recognized. If you hadn't been having a tough time, you wouldn't be here. Here something is being done about it. Official reports of sinkings and stories of survivors have streamed through our office, and we believe we know something of what you have faced in all the vast areas of this war. You kept the ships going. Our supply line never failed.

You have shared in making the United States again a maritime nation. No country is a maritime nation unless its ships give employment to its people and to its resources. The past decline of the American merchant marine has been repeatedly stressed. The United States declined as a maritime nation when the fringe of seaboard population moved to the interior and no longer depended upon the sea for a livelihood. I do not believe seamen caused this decline. Seamen simply got better jobs ashore. So why go to sea? Ship-owners got more return on their investments in other businesses. So why invest in risky shipping ventures? And so the traditions of seafaring were lost to this country.

The merchant marine of a truly maritime nation creates seafaring traditions which are handed down much as the traditions and ethics of other professions. For a long time the American merchant marine had little seafaring tradition. Thousands of men followed the sea, but it was largely without that spirit which makes for gleaming ships and smart performance. Too few have been dependent upon ocean commerce to be much concerned with going to sea and with the operation of ships.

Today the picture is changing. Our ships are manned by citizens from every State in the Union. So far as possible seamen are schooled in ship operation before they go to sea. For the first time, the Federal Government has followed the prac-

tice of other governments of both maritime and non-maritime nations—it has established schools where those who want to go to sea may obtain training. This looks like the making of a new sea tradition in the United States, for while the Government has long maintained professional schools for the training of its military forces, the Government of this democracy has not hitherto established educational institutions for civilian vocational training.

One question now asked is, Shall the Government training schools for seamen continue or will they have served their public purpose when war conditions end? The answer will depend largely upon the seamen themselves who have been trained in these schools. Will they remain at sea? Will their training make them more effective at sea? Will their training contribute a greater number of responsible and valuable officers? When we have the answers to these last questions, we shall know the answer to the first.

One thing is certain—never in history have men gone to sea under such favorable working conditions as most of you now take for granted. The hours of work; the quality, preservation, and preparation of food; the convenience and comparative privacy of living quarters; the lighting, heating, washing, and sanitary equipment of the modern ship are conditions no one believed possible a few years ago. The floating combination of home and workshop is one of the wonders of modern industrial practice. We hear a lot of stuff about the "glorious clipper days" of this country. I wonder what an oldtime clipper shellback would think if he should board and sail on one of the new ships!

Where does all this come from? From many elements. It comes from modern standards of living and social thought; it comes from trail-blazing and agitation by the seamen themselves; it comes from designers of ships, built for private or public account; and it comes from your fellow taxpayers. It comes from the same source which produced seamen's training schools.

What does the seaman propose to do in return for these conditions of work, pay, and living?

¹Delivered at the dedication ceremony of the United Seamen's Service Rest Home, Sands Point, Long Island, Sept. 28, 1944. Mr. Saugstad is Acting Chief of the Shipping Division, Office of Transportation and Communications, Department of State.

Does he treat or does he expect to treat all this with a decent regard for the rights of his associates, whether these associates are his shipmates, the ship-owners, or the Government? When a ship is a man's home, the place of his work as well as the source of his income, the ship becomes a peculiarly personal possession. The question is, Do seamen treat the ship in this spirit? The equipment is there. What use do you expect to make of it?

When war conditions end and rehabilitation has been accomplished, seafaring will end for thousands of seamen, either from choice or from necessity. Opportunities for employment at sea will shrink as the national commercial fleet shrinks to fit peacetime requirements.

But those of you who quit the sea will never quite forget the experience you have had, the dangers you have faced, or the fascination you have found in service aboard ship. You will carry that with you always wherever you go, and your attitude toward it will make you a walking influence upon those about you and upon what they think of a merchant marine and maritime affairs.

Those who remain with the ships will do so because that is the life they prefer. I hope that competition with other maritime nations will not be based simply upon size of the fleet but also upon performance and appearance of both the ships and the men who sail them. It is expected that the men who remain seamen after this war will view the service as a career.

II

It is to these seamen that I particularly want to bring home a matter which concerns them quite as much as it concerns us. This has to do with ordinary behavior and its effect upon others. Right now official and unofficial representatives of this country are scattered all over the globe. They are collectively making an impression of what an American citizen is by what they say or do. Besides the Army and Navy with their millions, we have the Coast Guard, the War Shipping Administration, the Merchant Marine, and the Foreign Service of the United States, together with representatives of other Government and private agencies, all laying the foundation of future opinions and attitudes toward the United States.

After hostilities cease, most of these representatives will in due course return to the United States. The American seaman will remain abroad as part

of his job. So will the Foreign Service. These are two occupational groups that will carry responsibility for American prestige in the post-war days.

Now someone has whispered, very gently of course, that once upon a time there was a seaman who did not like a certain American consul. The seaman expressed his dislike of the consul. The consul expressed certain views in regard to the seaman. I couldn't repeat the dialog over this microphone. I leave it to your sea-going imagination. But what the seaman didn't know was that he was talking to a man from his own town in his own State. What the consul didn't know was the same thing. Somehow they both realized the situation. By that time the seaman thought he didn't need what he was asking for, and the consul insisted upon making him a present of it anyhow.

Now what I want to get across is this: Don't forget ever that the consul comes from the same kind of people you come from. He comes from the same place and the same part of the country you come from, figuratively speaking. His home background and yours are about the same. He may never have seen a ship until he was on his way to his foreign post. I wonder how many seamen now at sea ever saw a ship before they entered the training schools. Probably consuls proportionately have had no more experience with ships before taking a foreign post than seamen have had before signing articles of a ship for the first time.

I am not here to alibi for an American consul who may have had difficulty with seamen. Nor am I here to turn over American consulates to seamen. What I have to tell you is this: It is quite possible that there are American consuls at seaports who may not be persons whom seamen like to encounter. Since it's only during the last few years that we have had an offshore fleet, a consul may never have had the opportunity to learn anything about ships and seamen. He may not have been detailed specifically to look after seamen and ships. And on the day a seaman calls, the consul may have a headache just as tough as the one the seaman may have.

If your opinion of the entire Consular Service rests on a single encounter with one consul, watch your step! Suppose we on our part were to make up our minds as to what kind of people 150,000 seamen are by our dealings with a sample hundred of them. I should consider that gamble very unfair to 149,900 seamen. So would you.

So just do a little thinking about the fact that when you are talking to an American consul, you are talking to one of your own people. You may think you are entitled to the moon. The consul's job is to explain that the Congress never included the moon among the things you are entitled to. He can't give it to you no matter how much he may want to nor how sympathetic he may be. But he will tell you what you are entitled to and see that you get it if available. And I may add I know of some bouts between seamen and consuls where I think the seaman came out the better of the two. He got the decision in the first round.

In recognition of the immense increase in our sea-going population we, for the first time, are giving American consular officers practical experience with the work they are to do by putting them through a condensed course of training which includes work in both Washington and at sea-ports. They study and observe the procedures of the shipping commissioners, immigration officials, customs officers, and Coast Guard in order to see in operation some of those functions at this end of the line which they are to perform at the foreign end of the line. They are given the benefit of discussions with representative experienced Foreign Service officers and with officers of the Divisions of Operations, Labor Relations, and Recruitment and Manning Organization of the War Shipping Administration. By this means the officers go into the field with a practical idea of what they are to do and of what is expected of them. They leave here ready to do a good job in looking after the interests of American seamen. All we expect is a little cooperation on the part of the seamen.

III

This is the first opportunity I have had in behalf of the Department and the Consular Service to express our gratitude for the hostels and recreation centers established overseas by the United Seamen's Service. More than one American consul has reported to the Department that U.S.S. facilities have relieved intolerable situations at ports where accommodations were either not to be had or were of such undesirable quality as to be worse than none at all. A hundred shipwrecked seamen arriving at a little port which may have accommodations for ten can certainly create a problem of considerable magnitude. If there is a hostel at the port where seamen may find not only sleeping quarters but recreation fa-

cilities, the consuls, the seamen, and the inhabitants of the port are collectively grateful.

May I also record at this time our appreciation of the assistance given by the War Shipping Administration in dealing with statutory limitations which affect the care and repatriation of American seamen. As you know, the statutes have long since been outmoded by current practice, and without the assistance of the War Shipping Administration in augmenting statutory provisions, we should have been obliged to ask for new legislation in the midst of the emergency.

One of the first moves we expect to make after the war is to ask seamen and those who represent them to support us in requesting Congress to modernize the laws covering care and protection of seamen. The authority of American consular officers should be streamlined in accordance with modern shipping practice and should be extended to include rights and privileges to which seamen are entitled under modern working conditions.

PUBLICATIONS

DEPARTMENT OF STATE

Detail of Military Officer to Serve as Director of the Polytechnic School of Guatemala: Agreement between the United States of America and Guatemala renewing the agreement of July 17, 1943—Effectuated by exchange of notes signed at Washington January 5 and 17, 1944; effective July 17, 1944. Executive Agreement Series 397. Publication 2168. 2 pp. 5¢.

OTHER GOVERNMENT AGENCIES

Treaties and Executive Agreements: An analysis prepared for the Committee on Foreign Relations by Henry S. Fraser, Assistant Counsel, Special Committee Investigating Petroleum Resources. S. Doc. 244, 78th Cong. 33 pp.

THE FOREIGN SERVICE

Diplomatic and Consular Offices

The American Legation at Luxembourg was reestablished on September 23, 1944 and will function as a combined office.

The American Consulate at Rome, Italy, was established on September 26, 1944.

Responsibilities of FEA After the Defeat of Germany

LETTER OF THE PRESIDENT TO LEO T. CROWLEY¹

[Released to the press by the White House September 29]

In accordance with our discussions, the following are the major policies which should be put into effect by the Foreign Economic Administration within the scope of its present functions and responsibilities when the military resistance of Nazi Germany is overcome:

1. *Export Control.* With a view to encouraging private trade without interfering with the successful prosecution of the war against Japan, the FEA should relax controls over exports to the fullest extent compatible with our continuing war objectives, particularly that of defeating Japan as quickly and effectively as possible.

International trade on as full and free a basis as possible is necessary not only as a sound economic foundation for the future peace, but it is also necessary in order that we may have fuller production and employment at home. Private industry and private trade can, I am sure, produce a high level of international trade, and the Government should assist to the extent necessary to achieve this objective by returning international commerce to private lanes as rapidly as possible.

2. *Strategic and Critical Raw Materials.* In view of the curtailment which is to be made in our war production after the German phase of the war, the Foreign Economic Administration should consult with the appropriate supply agencies with a view to making an appropriate cut in its foreign procurement program for strategic and critical materials needed in the prosecution of the war.

The adjustment to this reduced program should be made in such a way as to prevent undue and unnecessary financial losses to American taxpayers, to best preserve our foreign relations and to strengthen the foundation for a high level of international trade in the future.

3. *Preclusive Buying.* The Foreign Economic Administration has been buying abroad materials

needed by the Axis to produce munitions and other war materials in order to prevent our enemies from getting them. I understand that the peak of this program is already passed as a result of the victories which have been won by the United Nations. The Foreign Economic Administration should continue to take all necessary steps to prevent Japan from getting strategic and critical materials for the Japanese war program, but it should limit its preclusive purchasing program to achieving that end, observing, of course, any existing commitments.

4. *Economic Warfare.* The Foreign Economic Administration's studies of the enemy's war potential and other phases of economic warfare should be reduced and focused on the war against Japan. This work should be carried on as it has in the past, in close integration with our armed forces.

5. *Lend-Lease.* Lend-Lease supplies should continue to be furnished in whatever amounts are necessary for the most effective prosecution of the war. We have waged war on a combined basis with our Allies with a success which is being amply demonstrated every day on the battlefields of Europe and the Far East. Until the complete defeat of both Japan and Germany, the flow of Lend-Lease aid should be continued in the amounts necessary to enable the combined strength of all the United Nations to defeat our common enemies as quickly as possible and with the least loss of life. The amount and nature of the aid necessary after the defeat of Germany is closely tied up with the strategic plans for the Pacific war, and the programs for reconstruction and for reconversion of industry to civilian needs which we and our Allies work out on a basis of mutual understanding. The Foreign Economic Administration should aid in carrying out this policy to the fullest extent.

6. *Surplus Property.* As you have done in the past, you should continue to take every reasonable

¹ Administrator, Foreign Economic Administration.

measure to see to it that no unnecessary surpluses develop out of procurement by the Foreign Economic Administration for Lend-Lease, UNRRA or other purposes. In connection with procurement or production for Lend-Lease or relief and rehabilitation purposes, you should continue to investigate and take up supplies of other Government agencies which are or may be surplus.

7. *Control of the War-Making Power of Germany.* You have been making studies from the economic standpoint of what should be done after the surrender of Germany to control its power and capacity to make war in the future. This work must be accelerated, and under the guidance of the Department of State you should furnish assistance in work and when requested to do so in personnel by making available specialists to work with the military authorities, the Foreign Service, and such other American agencies and officials as participate with the United Nations in seeing to it that Germany does not become a menace again to succeeding generations.

8. *Reconstruction and Future Foreign Trade.* It is in the national interest of the United States, as well as the joint interest of the United States and the other peace-loving nations, that the destruction and devastation of war be repaired and that the foundations for a secure peace be laid. I understand that you are also preparing to submit for my consideration major proposals along these lines. In varying degrees every workman, every farmer and every industry in the United States has a stake in the production and flow of manufactured goods, agricultural products and other supplies to all the other countries of the world. To produce the largest amount of useful goods and services at home, we should export and import as much as possible.

Any marked improvement in the economic well-being of the United States will not only improve the economic well-being of the other peace-loving peoples of the world, but will also aid materially in the building of a durable peace.

With this objective in mind, you should continue to take such action as is necessary or desirable in accordance with the powers delegated to the Foreign Economic Administration and in conformity with the foreign policy of the United States as defined by the Secretary of State.

Exchange of American and German Nationals

[Released to the press September 26]

Two hundred and nineteen seriously sick and wounded United States Army officers and enlisted men, until recently prisoners of war of the German Government, arrived on September 26 at Jersey City, New Jersey, the State Department and War Department announced in a joint statement.

They were returned to this country aboard the Swedish motorship *Gripsholm* in accordance with the terms of a repatriation agreement with Germany. The exchange resulting in their return was made at Göteborg, Sweden. Fifteen of the persons exchanged at Göteborg were removed from the vessel at a British port and were flown to the United States.

Under a separate agreement with the German Government the repatriation of more than 1,700 seriously sick and wounded prisoners of war and protected personnel of the British Commonwealth of Nations was accomplished. Transfer of both American and British personnel was effected at Göteborg at the same time. The British were repatriated on the vessels *Drottningholm* and *Arundel Castle*.

In the repatriation operation there were sent to Germany approximately 1,600 German prisoners of war and protected personnel who had been in United States and British custody.

No American protected personnel were returned aboard the *Gripsholm*.

The Swiss Government provided the channels of communication through which arrangements for the exchange were successfully made. Mr. Emil Greuter of the Swiss Legation at Washington, D. C., acted as neutral representative aboard the *Gripsholm*. The Swedish Government permitted the use of port facilities at Göteborg for the exchange. The thanks of the United States Government have been expressed to the neutral Governments for the part which they have played in the successful negotiation and completion of this exchange.

It is hoped that with the cooperation of the neutral nations arrangements can be made soon

for the repatriation of additional seriously sick and wounded prisoners of war.

[Released to the press September 30]

On September 11, 1944 the Department of State received a report from the British Admiralty through the American Embassy at London to the effect that the exchange ship *Gripsholm* on its return journey from Göteborg carrying sick and wounded American prisoners of war had been detained on that date at Kristiansans, Norway, by the German authorities. The Department of State immediately telegraphed the following protest to the American Legation at Bern for urgent transmission to the German Government through the Swiss Government:

"United States Government views with concern action of Germans in detaining *Gripsholm* and preventing communication between her and other exchange vessels. United States Government expects that in accordance with previously-granted safe conduct German Government will immediately release *Gripsholm* to continue its voyage. United States Government expects to receive promptly explanation of unprecedented action of German authorities."

The Department of State subsequently received official reports stating that during the period of detention of the *Gripsholm* the German authorities removed two members of the crew of the vessel. Upon receipt of this information a second protest was made to the German Government through Bern, the text of which follows:

"Department now officially informed through Swiss and Swedish channels that *Gripsholm* was allowed to resume her voyage after nine-hour delay and after forcible removal from vessel of two members of crew, a motorman and a waiter, both of whom were signed on at New York.

"United States Government can only assume that removal of these two seamen from the vessel, hampering its operation and hampering care of sick and wounded passengers on board, together with unjustified delay of vessel are the result of mistaken activity by some subordinate official who was not aware of German safe conduct covering vessel and all on board. Department protests this unauthorized action and expects that the two seamen in question will be promptly released from German custody onto neutral territory. Department furthermore expects that official responsible

for this unprecedented action will be appropriately dealt with."

The two members of the crew who were removed by the Germans are Robert Raymond Kelly, allegedly an American citizen born at Philadelphia on January 2, 1924, whose mother, Mrs. Blanche Kelly, resides at 217 West Thirteenth Street, Mission, Texas, and Erik Poul Hansen, allegedly a Danish subject. It was Kelly's first voyage on the *Gripsholm*. Hansen had previously served on that vessel.

THE DEPARTMENT

Centralized Transportation Service¹

Purpose. The purpose of this order is to create a centralized transportation service within the Department of State to facilitate the official travel of officers and employees of the Department, both within and outside the continental limits of the United States, the official travel of officers and employees of other civilian governmental agencies outside the continental limits of the United States, and the travel of foreign nationals.

1 Establishment of Transportation Service Branch in the Division of Foreign Service Administration, Office of the Foreign Service. There is hereby created a Transportation Service Branch in the Division of Foreign Service Administration, Office of the Foreign Service.

2 Functions of the Transportation Service Branch. The Transportation Service Branch shall be responsible for making all arrangements to facilitate the official travel of officers and employees of the Department within and outside the continental limits of the United States, the official travel of officers and employees of other civilian agencies outside the continental limits of the United States, and the travel of foreign nationals. This includes the preparation of travel orders, the issuance of government transportation requests and bills of lading, the procurement of tickets for rail, air, boat, or other kinds of transportation, of freight accommodations, and of air priorities, and the arrangements for medical and health examinations and inoculations, and other similar services for authorized travelers. In connection with

¹ Departmental Order 1286, dated and effective Sept. 18, 1944.

these activities the Transportation Service Branch shall establish liaison with the appropriate offices and divisions of the Department of State and with other agencies of the Government, including the War and Navy Departments and the War Shipping Administration.

3 *Functions retained by other divisions of the Department.* The function of authorizing travel shall continue to be performed in the same manner as heretofore, and the Division of Budget and Finance shall continue to be responsible for the administrative audit of all obligation and disbursement documents issued in connection with requests for reimbursement of the cost of such official travel and transportation.

4 *Procedures governing the authorization, arrangement, and audit of official travel.* Procedures governing the authorization, arrangement, and audit of official travel shall be issued in the Official Travel Series of Administrative Instructions. As a result of studies which are being made currently, a series of instructions will be issued

shortly to simplify, clarify, and facilitate the handling of official travel.

5 *Transfer of records and personnel.* The personnel in other divisions of the Department at present performing the functions vested by this order in the Transportation Service Branch, Division of Foreign Service Administration, Office of the Foreign Service, together with all records pertaining thereto, are hereby transferred to the Transportation Service Branch.

6 *Amendment of previous orders.* Departmental Order 1218 of January 15, 1944, as amended, is hereby further amended to give effect to the provisions of this order.

CORDELL HULL

SEPTEMBER 18, 1944.

Appointment of Officers

Edward G. Cale has been designated Acting Chief of the Commodities Division, effective September 18, 1944.

TREATY INFORMATION

Merchant Shipping

[Released to the press September 28]

The Agreement on Principles Having Reference to the Continuance of Co-ordinated Control of Merchant Shipping which has now been published will bring about an adjustment in the present arrangements for the control of the employment of United Nations shipping.¹ It can best be understood in relation to those arrangements. At present all British and United States ships (except certain coastal vessels) are under requisition to their respective Governments. The great majority of ships under the flags of other United Nations are also under requisition by their Governments and have been chartered for the duration of the war in Europe to the British Ministry of War Transport or the War Shipping Administration or have been otherwise made available for employment by one or the other of those bodies. In this way two pools of shipping are constituted the employment of which is coordinated through the combined shipping adjustment boards, with

arrangements for consultation between the British and United States and the other United Nations Governments.

At or soon after the general suspension of hostilities in Europe the existing agreements for the use by the British Ministry of War Transport and the War Shipping Administration of United Nations ships under other flags will terminate; but the requirements for ships will remain heavy for military purposes as well as for the supply of liberated areas and all other purposes of the United Nations. In the agreement the governments which have cooperated in the provision of ships for United Nations purposes have agreed to continue to devote their shipping resources to these needs until the war in the Far East is won.

Machinery is provided for the effective collaboration by governments in the use of available shipping by the establishment of a United Maritime Council and United Maritime Executive Board. Through these bodies, which will come into operation on the general suspension of hostilities in Europe, the contracting governments will implement the principles laid down in the

¹ BULLETIN of Aug. 13, 1944, p. 157.

agreement. The principles will remain in effect until six months after the suspension of hostilities in Europe or the Far East (whichever is the later) unless terminated or modified earlier by unanimous agreement.

The agreement has been signed by the Governments of Belgium, Canada, Greece, Netherlands, Norway, Poland, the United Kingdom, and the United States of America, while the French Committee of National Liberation has signified that all French shipping is and remains at the disposal of the United Nations. The Soviet Government and other interested United Nations Governments have been kept informed. The agreement springs from the close collaboration achieved in the past and now existing between the governments which have mainly contributed to the provision of shipping to meet the needs of all the United Nations, and it continues that collaboration for the general benefit into the succeeding phases. The cooperation of all United Nations not presently signatory and other friendly governments will be welcomed, and it is contemplated that certain of them will accede to the agreement and participate in the central authority.

**AGREEMENT ON PRINCIPLES HAVING REFERENCE
TO THE CONTINUANCE OF CO-ORDINATED CON-
TROL OF MERCHANT SHIPPING.**

The undersigned representatives, duly authorised by their respective Governments or Authorities, hereinafter referred to as contracting Governments, have agreed as follows:—

1. The contracting Governments declare that they accept as a common responsibility the provision of shipping for all military and other tasks necessary for, and arising out of, the completion of the war in Europe and the Far East and for the supplying of all the liberated areas as well as of the United Nations generally and territories under their authority.

2. The contracting Governments undertake to continue to maintain such powers of control over all ships which are registered in their territories or are otherwise under their authority as will enable them effectively to direct each ship's employment in accordance with the foregoing declaration. Subject to the provisions of paragraphs 3 and 9, this control shall continue to be exercised by each contracting Government through the mechanism of requisitioning for use or title.

3. The contracting Governments agree not to release from control any ships under their authority or permit them to be employed in any non-essential services or for any non-essential cargo unless the total overall tonnage is in excess of the total overall requirements, and then only in accordance with a mutually acceptable formula which shall not discriminate against the commercial shipping interests of any nation and shall extend to all contracting Governments an equitable opportunity for their respective tonnages to engage in commercial trades.

4. Neutral Governments having ships under their control in excess of the tonnage required to carry on their essential import requirements shall be invited to subscribe to obligations in respect of all their ships which shall ensure that their employment is in conformity with the general purposes of the United Nations.

5. The contracting Governments undertake to exercise control over the facilities for shipping available in their territories, by suitable measures on the lines of the United States and British Ship Warrant Schemes, and to take such other measures as may be necessary to secure that ships under all flags are used in conformity with the purposes of the United Nations. Other Governments acceding hereto shall give a similar undertaking.

6. Without prejudice to questions of disposition or title, the employment of such ships as may at any time be permitted to operate under enemy flag or authority shall be determined to serve the requirements of the United Nations.

7.—(a) In order that the allocation of all ships under United Nations control may continue to be effectively determined to meet the requirements of the United Nations, a central authority shall be established, to come into operation upon the general suspension of hostilities with Germany. The central authority shall be organised in accordance with the plan agreed in the Annex.

(b) The central authority shall determine the employment of ships for the purpose of giving effect to the responsibilities assumed by each contracting Government in paragraph 1 to provide the tonnage required from time to time to meet current requirements for ships for the military and other purposes of the United Nations, and ships shall be allocated for those purposes by those Governments in accordance with the decisions of the

central authority. So far as is consistent with the efficient overall use of shipping as determined by the central authority for those purposes, and with the provisions of paragraph 7(c), each contracting Government may allocate ships under its own authority, wholly or partly to cover the essential import requirements of territories for which it has special shipping responsibilities.

(c) In general, ships under the flag of one of the contracting Governments shall be under the control of the Government of that flag, or the Government to which they have been chartered.

In order to meet the special case of military requirements those ships which have been taken up, under agreements made by the United States Government and/or United Kingdom Government with the other Governments having authority for those ships, for use as troopships, hospital ships, and for other purposes in the service of the armed forces, shall remain on charter as at present to the War Shipping Administration and/or the Ministry of War Transport as the case may be, under arrangements to be agreed between the Governments severally concerned. (Any further ships required for such purposes shall be dealt with in a like manner.)

The fact that these ships are assigned to military requirements shall not prejudice the right of the Governments concerned to discuss with the central authority the measures to be taken to provide shipping for their essential requirements within the scope of paragraph 1.

(d) The contracting Governments shall supply to one another, through the central authority, all information necessary to the effective working of the arrangements, e.g., regarding programmes, employment of tonnage, and projected programmes, subject to the requirement of military secrecy.

(e) The central authority shall also initiate the action to be taken to give effect to paragraph 5 and shall direct action under paragraph 6.

(f) The terms of remuneration to be paid by the users (Government or private) of ships shall be determined by the central authority on a fair and reasonable basis in such manner as to give effect to the following two basic principles:—

- (i) Ships of all flags performing the same or similar services should charge the same freights.

- (ii) Ships must be employed as required without regard to financial considerations.

8. The principles herein agreed shall apply to all types of merchant ships, irrespective of size, including passenger ships, tankers and whale factories when not used for whaling (but paragraph 7(b) will not be applicable to ships engaged in coastal trades and short trades between nearby countries, the arrangements for control of which shall be appropriate to meet the requirements prevailing in each particular area).

The principles shall also be applied to the extent necessary, through suitable machinery, to fishing vessels, whale catchers, and other similar craft in those areas where special measures in respect of such craft are agreed to be necessary. A special authority shall be set up capable of apportioning between naval and commercial services such craft as are available in those areas.

9. The foregoing principles shall take effect on the coming into operation of the central authority, and shall remain in effect for a period not extending beyond six months after the general suspension of hostilities in Europe or the Far East, whichever may be the later, unless it is unanimously agreed among the Governments represented on the duly authorised body of the central authority that any or all of the agreed principles may be terminated or modified earlier.

Done in London on the 5th day of August, 1944.

ANNEX

Organisation of the Central Authority.

1. The central authority shall consist of—

- (a) A Council (United Maritime Council).
- (b) An Executive Board (United Maritime Executive Board).

(a) THE UNITED MARITIME COUNCIL.

2. Each contracting Government shall be represented on the Council. Membership of the Council shall also be open to all other Governments, whether of the United Nations or of neutral countries, which desire to accede and are prepared to accept the obligations of contracting Governments.

3. The Council shall meet when deemed necessary and at least twice a year at such places as may

be convenient. Meetings shall be arranged by the Executive Board. The Council shall elect its own Chairman and determine its own procedure. The meetings of the Council are intended to provide the opportunity for informing the contracting Governments as to the overall shipping situation and to make possible the interchange of views between the contracting Governments on general questions of policy arising out of the working of the Executive Board.

(b) THE UNITED MARITIME EXECUTIVE BOARD.

4. The Executive Board shall be established with Branches in Washington and London under War Shipping Administration and Ministry of War Transport chairmanship respectively.

5. The Executive Board shall exercise through its Branches the executive functions of the central authority. Appropriate machinery under the two Branches shall be established for the purpose of enabling them to discharge the functions described in paragraph 7 of the Agreement on Principles. Machinery to carry out the arrangements under paragraph 8 of that Agreement as regards ships engaged in coasting and short sea trades, and as regards small craft shall be set up under the Executive Board.

6. The division of day-to-day responsibility between the two Branches of the Executive Board shall be established as convenient from time to time. So that the two Branches of the Executive Board may work in unison, meetings of the Executive Board as a whole shall be arranged at the instance of the two chairmen, as often as may be necessary, and at such place as may be convenient from time to time.

7. The membership of the Executive Board shall be restricted in numbers. By reason of their large experience in shipping normally engaged in international trade, and their large contribution of ships for the common purpose, the following Governments shall be represented on the Executive Board:

Government of the United Kingdom of Great Britain and Northern Ireland;
Government of the United States of America;
Government of the Netherlands;
Government of Norway.

It shall be open to the members of the Executive Board to recommend to contracting Governments

additions to the membership of the Executive Board as circumstances may require in order to promote the effective working of the central authority.

8. Each contracting Government not represented on the Executive Board shall be represented by an associate member who shall be consulted by, and entitled to attend meetings of, the Executive Board or its Branches on matters affecting ships under the authority of that Government, or on matters affecting the supply of ships for the territories under the authority of that Government.

9. The Executive Board and its Branches shall proceed by agreement among the members. There shall be no voting.

10. The decisions of the Executive Board affecting the ships under the authority of any contracting Government shall be reached with the consent of that Government, acting through its representative on the Executive Board or through its associate member, as the case may be.

11. The Executive Board shall be the duly authorised body for the purpose of paragraph 9 of the Agreement on Principles, but it is understood that no decision reached under that paragraph by the Governments represented on the Executive Board shall impose any new or greater obligation on any other contracting Government without its express consent.

12. A Planning Committee shall be set up to begin work in London as soon as possible after the signature of the Agreement on Principles for the purpose of working out on a basis satisfactory to the contracting Governments the details of the machinery required to enable the Executive Board to discharge its functions, including the functions under paragraph 7(f). Any contracting Government may be represented on the Planning Committee.

13. The Executive Board shall have the full use of the machinery and procedure of the War Shipping Administration and Ministry of War Transport in order to avoid duplication.

14. The contracting Governments shall nominate their representatives on the Planning Committee to the Governments of the United States and the United Kingdom, as soon as practicable. They shall also so nominate their representatives as members or as associate members of the Executive Board as the case may be. The Governments

of the United States and the United Kingdom shall be responsible, in consultation with the other contracting Governments concerned, for determining the date of coming into operation of the central authority in accordance with paragraph 7(a) of the Agreement on Principles.

Detail of American Naval Officer To Brazil

[Released to the press September 29]

In conformity with the request of the Government of Brazil there was signed on Friday, September 29, 1944 by the Honorable Cordell Hull, Secretary of State, and His Excellency Carlos Martins, Ambassador of Brazil in Washington, an agreement providing for the detail of an officer of the United States Navy to serve in the Ministry of Transportation as a Technical Adviser to the Brazilian Merchant Marine Commission.

The agreement will continue in force for four years from the date of signature but may be extended beyond that period at the request of the Government of Brazil.

The agreement contains provisions similar in general to provisions contained in agreements between the United States and certain other American republics providing for the detail of officers of the United States Army or Navy to advise the armed forces of those countries.

Parcel-Post Agreement

On September 25, 1944 the President approved and ratified a Parcel-Post Agreement between the United States of America and Palestine signed at Washington on September 6, 1944 and at Jerusalem on May 10, 1943, and the regulations of execution thereof.

Wounded and Sick; Prisoners of War

Venezuela

The Minister of Switzerland transmitted to the Secretary of State, with a note of July 17, 1944, a certified copy of the procès-verbal recording the deposit in the archives of the Swiss Confederation on July 15, 1944 of the instruments of ratification by the President of the Republic of Venezuela of

the Convention for the Amelioration of the Condition of the Wounded and the Sick of Armies in the Field¹ and of the Convention Relating to the Treatment of Prisoners of War,² both signed at Geneva on July 27, 1929.

The conventions will become effective for Venezuela on January 15, 1945, six months after the date of deposit of the ratifications.

Military-Service Agreement, Great Britain and Mexico

There is printed in the Mexican *Diario Oficial* of September 12, 1944, pages 2-3, a decree issued by the President of Mexico on April 27, 1944 promulgating a military-service agreement between the Government of the United Kingdom and the Government of India on one hand and the Government of Mexico on the other. This agreement provides for the reciprocal exemption from compulsory military service of Mexican citizens in the United Kingdom, India, Newfoundland, Burma, Southern Rhodesia, in British colonies, in territories under British protection or sovereignty, and in territories under mandate exercised by His Majesty's Government in the United Kingdom; and of British subjects and British-protected persons belonging to the said territories, in Mexico. The exchange of notes of July 8, 1943 between the British Minister in Mexico and the Mexican Minister for Foreign Affairs, which constitutes the agreement between the contracting Governments, is effective from November 25, 1942.

Nature Protection and Wildlife Preservation

Mexico

The Director General of the Pan American Union informed the Secretary of State, by a letter of September 14, 1944, that the Government of Mexico, in accordance with the terms of article VIII of the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere which was opened for signature at the Pan American Union on October 12, 1940,³ wishes to add to

¹ Treaty Series 847.

² Treaty Series 846.

³ Treaty Series 981.

its list in the Annex to that Convention the following species:

ELEFANTE MARINO (*Machorhinus angustirostris*)

FOCA FINA (*Arctocephalus townsendi*)

MANATI or VACA MARINA (*Trichechus* sp.)

Regulations Relating to Migratory Birds

On September 26, 1944 the President approved and proclaimed amendments to the regulations approved by Proclamation 2616 of July 27, 1944,¹ submitted to him by the Secretary of the Interior, for the enforcement of the convention between the United States and Great Britain for the pro-

¹ *Federal Register*, Aug. 15, 1944, p. 9873.

tection of migratory birds signed August 16, 1916,² and the convention between the United States and Mexico for the protection of migratory birds and game mammals signed February 7, 1936.³ The regulations, and amendments thereto, are approved and proclaimed by the President under authority of the Migratory Bird Treaty Act of July 3, 1918,⁴ as amended by the act of June 20, 1936.⁵

The above-mentioned amendments are printed in the *Federal Register* of September 29, 1944, page 11881. Prior amendments are printed in the *Federal Register* of August 29, 1944, page 10441.

² Treaty Series 628.

³ Treaty Series 912.

⁴ 40 Stat. 755.

⁵ 49 Stat. 1555.